

## Message Text

SECRET

PAGE 01 PANAMA 00476 211822Z  
ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 /026 W  
-----211832Z 130852 /43

O R 211755Z JAN 77  
FM AMEMBASSY PANAMA  
TO AMEMBASSY SAN JOSE NIACT IMMEDIATE  
INFO SECSTATE WASHDC 450

S E C R E T PANAMA 0476

EXDIS

FOR AMBASSADOR TODMAN

E.O. 11652: XGDS-1  
TAGS: PFOR, PN, CS  
SUBJECT: PANAMA: POSSIBLE MEETING WITH BOYD

REF: SAN JOSE 273

1. I BELIEVE THERE ARE SEVERAL BENEFITS TO BE OBTAINED FROM YOUR MEETING WITH FOREIGN MINISTER BOYD. FIRST, IT WILL LET YOU TAKE THE MEASURE OF THIS MAN WHO, AS PANAMA'S CHIEF NEGOTIATOR, PLAYS A KEY ROLE IN TREATY NEGOTIATIONS. YOU WILL FIND HIM A CHARMER, URBANE AND ARTICULATE. YOU SHOULD BEAR IN MIND, HOWEVER, THAT HE COMES FROM THE OLIGARCHY WHICH IS NOT A NATURAL ALLY OF THE REGIME AND THEREFORE IS ALWAYS UNDER CERTAIN SUSPICION. ACCORDINGLY, BOYD HAS TO KEEP HIS REVOLUTIONARY CREDENTIALS POLISHED. SINCE HE BECAME FOREIGN MINISTER AGAIN AND CHIEF NEGOTIATOR HE HAS EXERCISED A MODERATING INFLUENCE IN INSTANCES WHERE SOME ELEMENTS OF THE GOP MIGHT HAVE WANTED TO EXPLOIT PARTICULAR EVENTS OR SITUATIONS. ON THE OTHER HAND, OUR FILES ARE FILLED WITH OUTRAGEOUS STATEMENTS BOYD MADE ABOUT THE CANAL ISSUE WHEN HE SERVED AS PERMREP IN THE (YOU MAY HAVE HEARD SOME OF THESE WHEN YOU

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WERE ON THE DELEGATION). BOYD IS AMBITIOUS AND PROBABLY SEES HIMSELF AS A FUTURE CIVILIAN PRESIDENT OF PANAMA. A SUCCESSFUL TREATY NEGOTIATION WOULD FURTHER THIS GOAL--OR SO HE THINKS.

2. YOU SHOULD ALSO REMEMBER THAT BOYD IS NOT MAKING THE FINAL DECISIONS AND HIS POSITIONS ARE ALWAYS SUBJECT

TO REVIEW AND APPROVAL BY GENERAL TORRIJOS. TORRIJOS  
IN TURN, CONSULTS A GROUP OF TREATY ADVISERS WHICH  
INCLUDES THE VICE PRESIDENT AS WELL AS A NUMBER OF  
POLITICOS AND TECHNICIANS. BOYD IS NOT PREDOMINANT  
IN THIS GROUP.

3. I AM NOT YET PRIVY TO DETAILS OF THE VANCE-FACIO  
CONVERSATION OF LAST TUESDAY. BUT YESTERDAY'S LOCAL  
HEADLINES QUOTED FACIO TO THE EFFECT THAT VANCE  
CONSIDERS THE TREATY SHOULD BE COMPLETED IN THREE  
MONTHS. PANAMANIAN PRESS TREATMENT HAS RAISED  
UNREALISTIC EXPECTATIONS HERE WHICH COULD BE COUNTER-  
PRODUCTIVE, ESPECIALLY FOR THE GOP, IF THE TREATY IS NOT  
CONCLUDED THAT SWIFTLY. BOYD KNOWS SOME VERY IMPORTANT  
AND COMPLEX ISSUES ARE STILL TO BE NEGOTIATED. BOYD, WHO  
ERRONEOUSLY CONSIDERS HIMSELF AN EXPERT ON THE US, SHOULD  
ALSO KNOW THAT EVEN IF A TREATY IS SIGNED THE RATIFICATION  
PROCESS MAY BE A LONG ONE. HE NEEDS TO BE REMINDED OF THESE  
THINGS. I THINK REALISM CAN BE FACED WITHOUT THROWING  
COLD WATER ON THE OBVIOUSLY OPTIMISTIC SIGNALS THAT THE  
PANAMANIAN HAVE RECEIVED FROM THE NEW ADMINISTRATION.

4. ANOTHER POINT WORTH MAKING IS THE IMPORTTANCE OF  
THE PANAMANIAN'S AVOIDING INFLAMMATORY EVENTS IN THE  
CRUCIAL MONTHS AHEAD WHEN WE ARE NEGOTIATING AND  
(HOPEFULLY) RATIFYING THE TREATY. MANY PANAMANIAN  
HAVE THE NOTION THAT THE U.S. WILL RESPOND FAVORABLY  
ONLY TO THE PRESSURES OF UNPLEASANT EVENTS. I THINK  
IT WOULD BE USEFUL FOR YOU TO EMPHASIZE TO BOYD THAT  
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ATTACKS BY PANAMA ON THE US AND THE CANAL ZONE WILL  
ONLY GIVE AMMUNITION TO ENEMIES OF A FAIR TREATY AND  
MAKE EVERYONE'S TASK MORE DIFICULT.

5. FINALLY, I HOPE THE MEETING WILL GIVE YOU A FLAVOR  
OF THIS IMPORTANT ISSUE WHICH WILL INCREASINGLY OCCUPY  
YOUR ANXIETIES AND INGENUITY OVER THE COMING MONTHS.

6. WARM REGARDS.  
JORDEN

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NNN



## Message Attributes

**Automatic Decaptioning:** Z  
**Capture Date:** 01-Jan-1994 12:00:00 am  
**Channel Indicators:** n/a  
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**Decaption Date:** 22 May 2009  
**Decaption Note:** 25 YEAR REVIEW  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
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**Disposition Event:**  
**Disposition History:** n/a  
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**Previous Handling Restrictions:** EXDIS  
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**Subject:** PANAMA: POSSIBLE MEETING WITH BOYD  
**TAGS:** PFOR, PN, CS, US, (BOYD GUARDIA, AQUILINO EDGARDO)  
**To:** SAN JOSE  
**Type:** TE  
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